

3 RESIDENTIAL DEVELOPMENT

Neighborhoods are very important to Brigham City residents. Safety and aesthetics are important objectives in any new residential development. While most of Brigham City's future population will want and can afford single family housing, a substantial number will either want housing options that requires less maintenance and upkeep, or need housing that is more affordable to own or rent. Over the past few decades Brigham City has allowed town homes, condominiums, and apartments to accommodate a variety of ages and income levels. The city has also permitted a variety of single family lot sizes to accommodate a variety of income levels. Residents identified "pedestrian-friendly neighborhoods" (#3) and "a range of housing choices and prices" (#7) as two of the top ten most important growth and quality of life issues. Availability of affordable housing (#9) and neighborhood safety (#12) were also concerns identified by survey respondents.

Balancing the desires and needs of all residents will be a challenge as future residential areas are developed. Brigham's past zoning pattern has separated neighborhoods by lot size and housing types such that neighborhoods are almost entirely of one uniform lot size in single family areas, and higher density housing has been zoned to be separate from single family housing areas.

This development pattern makes difficult the 1) provision of a range of housing prices and types and 2) maintained safe and attractive neighborhoods (as expressed through the "growth and development" questionnaire) by limiting the housing market and concentrating and "stigmatizing" multi-family and higher-density housing. However, there is healthy skepticism of integrating housing types in



West Jordan, UT



Avenues, Salt Lake City, UT

residential areas. Responding to a policy questionnaire, citizens were split (50-50) on allowing duplexes and town homes in single-family neighborhoods. All survey respondents supported design guidelines to physically improve the orientation and impact of multi-family buildings to ensure visual compatibility with their neighborhoods and reduce impacts. It appears that it may be acceptable to most residents to allow carefully designed, limited, and compatibly scaled multi-family housing with other housing types

Brigham's residential areas will include measures to allow a variety of lot configurations and compatibly scaled housing-types into attractive (and predominantly single-family) neighborhoods in Brigham City. This change from the previous General Plan may be applicable to new residential areas, including low, medium and high densities to allow developers flexibility in creating a variety of housing types and lot sizes. This will result in neighborhoods in which an older couple can downsize and yet still live in their longtime neighborhood, and will result in zoning regulations that enable the private sector to be responsive to citizen's housing wants and needs.

3.1 RELEVANT CORE PRINCIPLES

CORE PRINCIPLE:	
1b.	Promote well-designed and attractive neighborhoods that are safe and desirable to live in.
3c.	Require shade trees in residential and nonresidential areas
3e.	Encourage and offer incentives for well-maintained yards and public spaces
4.	Brigham City is committed to meeting the housing needs of its current and future residents by providing a mix of attractive housing types and prices.
4a.	Encourage and facilitate future housing based upon desired growth, demographics and economic development priorities.
4b.	Use planning and zoning tools to encourage the types and density desired to meet the desired growth.
6.	Brigham City seeks to maximize its development opportunities through efficient use of land.

3.2 RESIDENTIAL GOALS

3.2.1 GOAL: Enable Traditional residential composition:

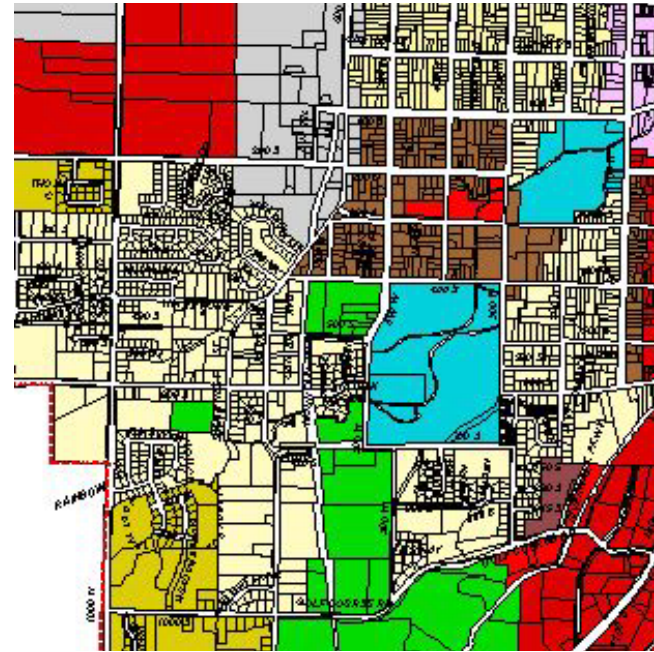
Background:

Historically, neighborhoods grew with a mix of housing sizes, sometimes a mix of lots sizes or even an occasional mother-in-law apartment or duplex mixed into a single-family neighborhood. More recently, neighborhoods have become much more homogenous, with subdivisions providing lot sizes that are uniform, with smaller lots in other subdivisions and duplexes separated into a different part of town.

Conventional Minimum Lot Size Standard

This system is based on regulations that set a minimum size standard for lots, such as “the minimum lot size is 10,000 square feet. Developers responding to a minimum size standard typically establish all lots in a subdivision as close as possible to the minimum; this approach will yield the most lots and thus maximize return on investment. This system has the advantage of helping to ensure a protection of property values within a neighborhood.

In a system that encourages uniform lots, neighborhoods are composed largely of people in the same stage of life; there is little age diversity in a neighborhood. The functional consequence is that, as a family’s children leave the house and a couple seeks to downsize, they must leave their long-time neighborhood. Downsizing may mean that longtime neighborhood relationships are lost and the couple may live within a different church boundary. According to the American Association of Retired Persons, 86% of older Americans prefer to remain in their current neighborhood after they retire and 65% have lived in the same community for more than 20 years.



Traditional Zoning: segregates uses, lot sizes and housing types.

Alternative Households Per/ Acre Standard

A households per acre standard is an alternative regulatory approach. If a 10 acre parcel could accommodate 40 units based on a 10,000 square foot minimum lot size, the alternative approach would establish a “4 units per acre” standard. Thus a developer could not build more than the 40 units, but would have flexibility to provide some larger lots and some smaller lots than 10,000 square feet. Using this approach, property values are maintained in three ways: 1) if a developer wants to build smaller lots, he must build corresponding larger lots – larger lots ‘pay’ for the smaller units, 2) an absolute minimum lots size or housing type standard is still specified to avoid extreme housing mixes. E.g., coupled with a 4 units per acre standard could be an absolute minimum lot size of 6,500 square feet or a standard set that duplexes will be allowed, but townhouses and stacked-unit condos will not be allowed. 3) For units that are smaller than the average size, e.g., lots that are 8,000 square feet, basic outward appearance standards may be attached to avoid homes that are visually dominated by protruding garage doors. In this system, a developer could still build a uniform subdivision or could provide a mix of large and small lots with certain appearance assurances to maintain property values. Results from the “Policy Ideas” questionnaire demonstrate strong public support for allowing mix of lot sizes: two-thirds “strongly supported” the idea and, overall, five out of six residents supported the concept. In fact, “homes with larger yards,” (while popular with many families) was one of the lowest priorities for residents surveyed (21st out of 24 quality of life factors). This is not to say that large yards are discouraged, on the contrary, lot sizes and yards should be as flexible as possible to allow for greater affordability; thereby, increasing the percentage of residents that can enjoy homeownership and private yards.



Traditional Subdivision: with a minimum lot size standard, a homebuilder has a strong incentive to have all lots as close as possible to the minimum required size. This maximizes the # of homes.



Alternative: same # of units, flexible lot sizes determined by homebuilder based on expected wants and needs of housing consumers



Subdivision: households per acre standard in which the homebuilder decided to provide a mix of lot sizes.

3.2.1.1 Policy: Establish an average density standard for new residential neighborhoods.

Enable new neighborhoods to provide a mix of lot sizes and compatible housing types on the condition that the overall density remains the same and smaller lots and housing types meet outward appearance standards to maintain neighborhood property values.

Implementation

- A. Establish an average density system for new residential subdivisions
- B. Establish an appropriate lot size range for lower density land use categories
- C. Establish an appropriate lot size range and housing type range for medium density land use categories
- D. Establish basic appearance standards for lots and housing types that are smaller than the average density

If appearance standards are established and a common sense range of lot sizes and housing types is established, this review process for this system should be the same as currently in use for subdivisions.

3.2.2 GOAL: Allow Non-intrusive and compatible commercial uses in new residential areas:

Economic development and job growth are top priorities for Brigham City residents. “Ability to both live and work in Brigham City” (#8) was one of the top ten growth and quality of life indicators identified by residents. Likewise, “jobs” and “commercial development” were overwhelmingly the top overall issues for survey respondents. Allowing small-business growth and home-run businesses are just two of many possible strategies to achieve the economic development objectives identified by the public and should therefore be facilitated by all possible means. Starting a new business can often be unachievable for individuals who are unable to afford commercial space. Allowing live-work type facilities could enhance entrepreneurial opportunities for Brigham City residents.

Examples of conditional use include:

- 1) home-based computer/high-tech oriented businesses that rely primarily on computer and internet resources*
- 2) small offices for consultants or services such as a) psychiatrist office or b) interior-design studio*
- 3) small retail shops, such as a deli. For retail uses, the structure must be located near a non-local road.*

3.2.2.1 Policy: Non-intrusive commercial and employment uses should be allowed on a limited basis as a conditional use in medium and high density residential zones

Implementation

- A. Establish which uses are conditional for each general plan residential land use category. Conditional uses should be compatible in purpose, scale, hours of operation, delivery, and noise with nearby residential uses.
- B. Establish criteria for conditional use approval. Recommendations for conditions include but are not limited to:
 - 1. Design requirements to ensure hidden or screened off-street parking areas, neighborhood friendly signs, compatible pitched roof forms
 - 2. Neighborhood scaled land area
 - 3. Neighborhood scaled building size
 - 4. For retail uses: a location near non-local roads with significant traffic volumes
 - 5. Adequate parking (on-street + off-street) to avoid neighborhood spillover
 - 6. Necessary landscaping and wall buffers
- C. Apply these use conditions and criteria for approval to newly designated residential zones



Tooele, UT: Small retail near residential



Bend, OR: Neighborhood Live Work. Living space on upper floor, retail on lower floor.

3.2.3 GOAL: Well-landscaped Neighborhoods

Brigham City neighborhoods should feel green and well-landscaped (allowing for both water-wise and conventional landscaping). *There is broad public support for improved landscaping and street trees throughout the City. “Streets and neighborhoods that feel green and well-landscaped” ranked fourth out of twenty-four quality of life indicators, while “water conservation” was fifth. These objectives could potentially be at odds with one another but are equally achievable with the proper policies and enforcement mechanisms.*

3.2.3.1 POLICY: shade trees should be planted adjacent to the street in residential areas

All residents surveyed responded with “strong support for idea” or “support for idea, with some questions” regarding a policy recommendation to “incorporate street tree plantings and ample tree lawns” in new residential areas. Street trees are popular with the general public and help achieve several important objectives- 1) improved aesthetics, 2) pedestrian-friendliness, 3) traffic calming, 4) household energy savings and 5) potential savings on road maintenance.

Implementation:

- A. Create or Modify zoning standards for new residential areas to require street tree plantings, at a maximum interval between trees, before a certificate of occupancy is permitted.
- B. *Street Trees are shown to increase property values for neighborhoods that have a high percentage of homes with street trees.*
- C. Create a permitted street tree list, detailing which species are permitted in tree lawns of varying widths. Permitted trees should reach a significant mature height and spread commensurate with the available width of the tree-lawn.
- D. Create a voluntary street tree program for existing neighborhoods.



Well landscaped neighborhoods have many benefits. They provide pleasant neighborhoods to live in, help maintain property values, decrease air conditioning costs, reduce street maintenance costs, and help provide neighborhoods that are walkable.

One method is to provide trees at, below cost, or even free to a group of contiguous homeowners that agree to do street tree plantings. By requiring a group of homeowners to apply together, this ensures that the city's financial investment in trees is repaid over time in the form of increased neighborhood property values and reduced street maintenance costs.

3.2.3.2 POLICY: new residential lots should have a high percentage of landscaping in yards adjacent to public roads and walkways.

Implementation:

- A. Create or modify zoning standards for new residential areas to establish a maximum percentage of allowable impervious surfaces within the required public street-facing yard setbacks consistent with the reasonable concrete square footage necessary to access the front door and a three-car garage. Alleys should not be considered a public street in this consideration.
- B. Create zoning incentives to decrease impervious surfaces and increase landscaped areas in required public-facing yard setbacks.



South Jordan, UT

With green neighborhoods, your neighborhood is as attractive as a park and neighborhood walkways become a prized and utilized amenity.



South Jordan, UT

Voluntary strategies to decrease impervious surfaces include Hollywood driveways - perhaps to access a third car garage, shared driveways – perhaps in cul-de-sacs, or reinforced grass paving.

3.2.4 GOAL: Compatible Appearance

The outward appearance of residential buildings should meet minimum, sensible standards to avoid having a negative impact on adjacent property values.

For predominantly single-family neighborhoods, compatibility of appearance should be accomplished primarily through incentives.

For more compact or multi-family oriented areas, compatibility of appearance should be primarily a requisite; with increased density the impact of exterior appearance can have a more significant impact on adjacent property values.

Background:

City regulations must balance individual property rights with the rights of adjacent landowners to have their investment protected. As an extreme example, it is not reasonable for a tire burning facility to locate in a predominantly single-family neighborhood; restricting the ability of each landowner to build something like a tire burning facility gives everyone in the neighborhood the assurance that their investment in their property will be maintained over time.

To protect neighborhood property values, cities often rightly restrict land uses – those activities that happen within a building – to those that are compatible with each other. However, often the rudimentary components of a building's appearance are ignored, even though they can also have either a dramatically detrimental or positive effect on surrounding property values; the way a building looks is often much more apparent than the activities that happen within a building. For example, building a home with no windows facing the street and a front yard that is completely paved over can have a tremendous impact on neighborhood values.

This general plan establishes goals and policies to ensure that buildings and sites are compatible with the surrounding vicinity both in terms of land use and in terms of outward appearance. This explicitly does not mean that the city will be in the business of prescribing design ornamentation – this is a matter of taste.

Garage doors present a large unbroken surface to the neighborhood. De-emphasizing the garage door tends to make homes look more neighborly.

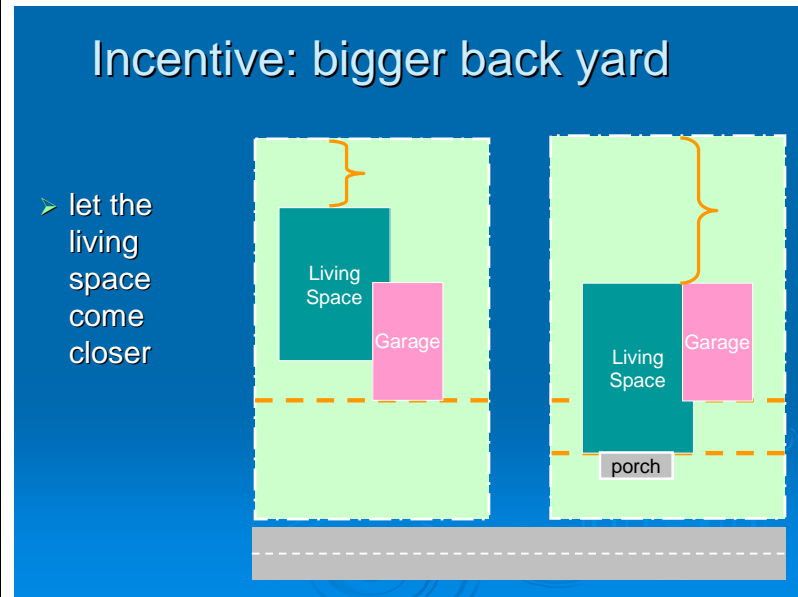


Five out of six citizens surveyed regarding “single-family design,” supported incentives, such as larger backyards, to encourage homebuilders to recess garages and add more attractive features to new homes.

Neighborhood look and feel is an important issue to residents who cited “pedestrian-friendly neighborhoods” and “streets and neighborhoods that feel green and well landscaped” as the third and fourth most important “growth and quality of life” indicators (question 1 of the General Plan survey).

Instead, this general plan will address policies that encourage buildings to meet minimum, sensible standards. For example, a policy might ensure that no blank walls face public streets and sidewalks or provide incentives to create a high percentage of landscaped area in a front yard.

There are compelling reasons to address some design considerations, such as in areas that have a high percentage of historical structures. In these areas, property values have increased sensitivity to the effects of incompatible appearance



In the “Policy Ideas” questionnaire respondents unanimously supported multi-family residential design standards to 1) hide large parking areas and 2) ensure that window or door openings face public streets in order to avoid presenting a “cold-shoulder” to the community.

3.2.4.1 POLICY: Provide Garage appearance incentives in lower density residential areas

Provide zoning incentives in low density residential areas to landowners that choose to balance the visual importance of a garage with other exterior elements.

Implementation

Specific outcomes to incentivize, in order of priority:

1. A garage door that is not visible from the public street. *For example, a garage that is accessed from an alley.*
2. A garage door that is further from the public street than the plane of the rest of the front façade
3. A garage door area that is secondary in size or visible area to the rest of the front façade. *For example, 40% or less of the front façade*
4. A garage door that does not protrude beyond the plane of the rest of the front facade.
5. A garage door that faces perpendicular to the plane of the front façade.

Regulatory incentive approaches to explore for the appearance of garages and/or windows/doors include but are not limited to the following, listed in rough order of the value of the incentive: most value to least value:

1. Incentive: ability to exceed maximum density standards of the underlying zone.
2. Incentive: reduction in the required front-yard setback. *In exchange for improved design compatibility, a homeowner gets a larger back yard.*
3. Incentive: alley street dimension standards that do not present a fiscal burden to construct. *Requiring rear alleys to have a curb and gutter or a typical street width will often discourage an otherwise interested landowner from providing an alley. Public front-yard roads are usually sufficient to provide emergency access and garbage service for alley-fed homes.*

3.2.4.2 POLICY: Avoid unbroken public facing walls of

residential structures.

It is a fundamental protection of adjacent property values to prohibit all residential building facades from presenting a blank, unbroken appearance to a public street.

Implementation

- A. Create/ modify zone standards for residential zones to require public facing walls to have a reasonable minimum % of windows and doors.
- B. Create/ modify zone standards for multi-family structures to require primary building entrances to face the street.

3.2.4.3 POLICY: Multi-family structures shall hide parking from public streets. Parking shall not be located between a new multi-family structure and a public street.

Parking hidden such that it is not between a multi-family structure and a public street enables landscaping to face a neighborhood helping to maintain adjacent property values and helping to create “pedestrian-friendly neighborhoods.”

Implementation

- A. Create/ modify zone standards for multi-family zones to require parking to be not between the structure and public streets or walkways.
- B. For purposes of this policy, townhouses and other attached single family products (e.g., duplexes) shall be exempt. Zoning for attached single-family products should enable tandem parking to reduce the size of garage doors and provide incentives for alley access.

3.3 RESIDENTIAL LAND USE CATEGORIES:

3.3.1 Very Low Density:

The areas of very low density are for those area of the City where rural estate and ranch-type homes ranging from one-third of an acre to 5-acre estates in those areas north of Brigham City and West I-15 along Forest Street. These areas enables land to maintain its “rural” feel by preserving fields, wetlands, trees, riparian corridors, view-sheds and other environmental resources. Within these areas the use clustered subdivision would enhance “rural” feel of development. The City could offer incentives for clustering with density bonus.

Density range: 2.7 to 0.2 homes per acre
House Types: Single-Family Homes

3.3.2 Low Density Residential:

The Low-Density Residential Zone is intended as the primary land use designation for the majority of the new residential land developed and will likely accommodate most of the new residents expected to need housing through 2030.

Density range: 3 to 6 du/acre
Housing-types: single-family homes; duplexes; town homes
Estimated pop capacity: 3,780 – 5,670 (assuming 3.15 residents per household and an overall density of 4-6 du/acre)

3.3.3 Medium Density Residential:

Medium-Density Residential exists as mostly built-out neighborhoods (adjacent to the downtown district and higher density neighborhoods). New MD land has been sited in the far southwest corner of Brigham City- between the railroad tracks and the medical center; and between 900 South and 1000 South.

Density range: 7-10 du/acre
Housing-types: all
Population capacity: 1,125 – 1,600
(assuming seven-ten du/acre and an average household of 3.15 individuals).

3.3.4 High Density Residential:

High Density Residential is generally suitable for student housing, young-family start-up units, senior housing and other types of smaller more affordable living spaces, particularly nearby transit or other multi-modal facilities. High-density development should always be in an area that has as many transportation options as possible and should have the highest standards of pedestrian design. The only area designated as high-density that has not already been fully-developed is the 35-acre mix-use/mix-density

Undeveloped Area: 35 acres
Undeveloped Area Est. Pop.: 1,050 – 1,575
(assuming 10-15 du/acre and an average household size of 3 individuals)

Housing Types: all types permissible

<p>PUD at the former Indian School site.</p> <p>High-density areas are also designated surrounding the core of the Downtown District. High-density redevelopment and infill projects are appropriate in this area because of its accessibility. Many viable and attractive historic homes and structures are already present and should be protected- where possible. For those lots that may be vacant or have redevelopment/ infill potential- high-density residential housing has several benefits if designed properly (see 3.3.6 Historic Plat Residential Overlay)</p>	<p>Redevelopment Area Potential: Estimated Population: Housing-types: all Street Design type: M-1,2</p>
<p>3.3.5 Residential Mix-Use:</p> <p>Although all residential uses would allow minimal mix-use where appropriate, the R-MU classification includes measures to encourage and create incentives for a greater proportion of non-residential uses, which could include but are not limited to- home-based businesses, specialty retail shops, and entertainment. The R-MU classification is intended to be highly pedestrian-friendly and therefore has been sited adjacent to complementary uses (commercial, employment, high school, parks, etc.) adjacent to the proposed commuter-rail station at Forest Street and 900 West. Because of its proximity to multiple uses and its high pedestrian standards, residents in the proposed R-MU site will be able to travel (if they choose) by non-auto modes to many of their daily activities (see R-MU objectives and benefits of pedestrian, mix-use neighborhoods in the Zoning Ordinance section).</p>	<p>Area: 80 acres Density range: 10 – 15 du/acre Estimated Population: There are approximately eighty acres zoned R-MU adjacent to the train station: assuming 10 – 15 units per-acre (and avg. household size of 3.15) yields 2,500 – 3,780 new residents Housing Types: all</p>

3.3.6 Historic Plat Residential Overlay:

See chapter 9 for a description of the Historic Plat Residential Overlay



Downtown Brigham City: Historic Overlay

3.4 MODERATE INCOME HOUSING :

“Moderate income” is defined as “housing occupied or reserved for occupancy by households with a gross household income equal to or less than 80% of the median gross income of the metropolitan statistical area for households of the same size.” As used in this context, the terms “moderate” and “affordable” as applied to housing will be assumed to be synonymous. Cities are encouraged to “afford a reasonable opportunity for a variety of housing, including moderate income housing, to meet the needs of people desiring to live there.” It is stated in the code that “moderate income housing should be encouraged to allow persons with moderate incomes to benefit from and to fully participate in all aspects of neighborhood and community life.”

The most commonly used statistic for calculation of affordability is the Area Median Income (AMI) as reported by the U.S. Department of Housing and Urban Development (HUD). The AMI for Brigham City as reported by HUD in 2005 was \$55,450. However, this statistic is misleading since it is a measure of household income and includes the incomes of all persons residing in the home whether they are the principal wage earners or not. Some of this income would not be counted in determining qualification for a mortgage loan. Households earning 50% to 80% of median income are considered to be in the moderate income category. Households earning 30% to 50% of AMI are considered to be in the low income category and those making less than 30% of AMI are considered to be in the very low income category

Estimate of the need for moderate income housing

The number of the moderate to low income owner-occupied and Renter-occupied within Brigham City currently makeup a high percentage of the entire housing stock within the City. The Owner-occupied units within the moderate to low income group amount to 83.7% of the unit. The number Renter-occupied units

The following table lists the maximum house purchase price and rents that a family earning the specified percentage of the AMI could afford. House price is determined by dividing income by 30%.

Target Market % of AMI	Income	Maximum House Purchase Price	Maximum Monthly Rent and Utilities
30% (very low)	\$16,635	\$55,450	\$416
50% (low)	\$27,725	\$92,417	\$693
80% (moderate)	\$44,360	\$147,867	\$1,109
100%	\$55,450	\$184,833	\$1,386
120%	\$66,540	\$221,800	\$1,663

Estimate of existing supply of moderate to low income housing within Brigham City

The table below lists the Owner-occupied units in Brigham City categorized by value.

Value	Number of units	Percent
Less than \$50,000	50	1.39 %
\$50,000 to \$99,999	1,190	30.8 %
\$100,000 to 149,000	1,999	51.7 %
# Units in Low to Moderate Income Range	3239	83.7 %
\$150,000 to \$499,999	621	16.1 %
More than \$500,000	10	0.3 %
Total	3868	100.0 %

for moderate to low income are even higher at 92.8%. The number of housing units which are available for moderate to low income within the City exceed the number of families and household within the moderate to low income levels within the City. There are some 150 additional rental housing units that are proposed for development within the next few years which will add to number of housing units available for moderate to low incomes available within the community. Needed for additional housing units is not a problem for Brigham City at this time.

A bigger concern is the quality of the units within Brigham City. Over 75 percent of the housing stock within Brigham City is over 25 years old and 60 percent is 35 years and older. Having a very high percent housing stock within the City being old becomes a problem. With an aging housing come a greater need to maintain and repair such housing. With such a large amount of housing units in the moderate to low income ranges the bigger concerns is the overall status as to the quality of the housing stock. Bear River Association of Governments (BRAG) has performed two survey of housing quality within Brigham City. The table on the shows the results of these two Housing Quality Surveys done in 1994 and 2005. The basic result show major improvement in the number of deteriorated units. However, there were 10 units that had slipped into the dilapidated category from 1994 to 2005. This is not a high percentage but due to the age of the housing stock within the City this could become a growing problem which will need to be addressed in the future. The City should work with BRAG to consider developing programs to help with maintaining the housing stock to keep in good repair.

Survey of total residential zoning

Brigham City currently has 18 zones which allow for housing in one form or another. 11 of these zones are written specifically for residential uses, while others, such as the GC and CBD zones emphasize other uses but allow residential uses. Housing densities within these zones varies from a low of one unit per 160 acres in the M-U-160 zone to a high of 30 units per acre in the R-M-30, CBD, and CG zones. Brigham City currently has a land area of approximately 9126 acres. Approximately 1184 acres are

The following table shows the Renter-occupied units within Brigham by gross monthly rents.

Monthly Rent	Number of Units	Percent
Less than \$200	59	4.1 %
\$640 to \$299	83	5.7 %
\$300 to \$499	448	30.8 %
\$500 to \$749	587	40.4 %
\$750 to \$999	171	11.8 %
# of Units in Low to Moderate Income Range	1348	92.8%
\$1000 to 1499	13	0.9 %
\$1500 or more	0	0.0 %
No Cash Rent	92	6.3 %
Total	1453	100 %

BRAG - HOUSING QUALITY SURVEY RESULTS (1994 AND 2005)

	1994	2005
Single Family Housing		
- # of Acceptable or New Units*	4,215	4,326
- # of Deteriorated Units	989	222
- % Deteriorated	19 %	5.1 %
- # of Dilapidated Units	0	10
- % Dilapidated	0.0 %	0.2 %
Multi-family & Group Homes		
- # of Multi-family Dwelling Units**	520	1,167
- # of Special Needs Units***	NA	327

*1994 – BRAG CHAS

** 2005 – BRAG Consolidated Plan

currently developed with residential uses. Another 606 acres is vacant but zoned or planned for residential uses. Approximately 157 acres are zoned for commercial uses with approximately 123 acres planned for commercial development.

Evaluation Of How Existing Zoning Densities Affect Opportunities For Moderate Income Housing

There are a host of regulatory, planning, and market factors that affect housing cost. It is unfair to single out zoning densities as the only factor reducing housing affordability. Having recognizing that, it is nonetheless valuable to consider how costs are affected by zoning decisions. This occurs in a number of ways.

1. **Land Costs** - Land cost is only partially affected by zoning. Other considerations affecting land cost include availability of infrastructure, proximity of services and amenities, surrounding land values and/or uses, environmental or other constraints, speculative pricing, and others. Zoning contributes to land cost in several often conflicting ways. All other things being equal, land zoned for low density, detached, single-family residential uses is less valuable than land zoned for higher density, attached or detached, single or multiple family, residential uses because a higher residential density allowance will produce a higher yield of housing units. With a higher yield, the proportional cost per unit for infrastructure is lower and therefore, a lower price or rent can be offered per unit while maintaining the developer's profit margin.
2. **Carrying Costs** - A component of land cost that can also be affected by zoning or the development approval process, but is less tied to zoning *density*, is the cost of holding the property undeveloped. Generally, land purchases and construction projects are financed at a given interest rate. As time passes, interest and property tax costs accrue on the property and/or project. If the project is insured, time delays can also result in increased insurance costs. Investment opportunity cost is another factor affected by regulatory and procedural delays, as investors seek a higher profit margin to offset added risk. Although it is very difficult to quantify,

overhead cost can be included in this category of cost factors. Delays in zoning or subdivision approvals, as well as delays caused by other factors beyond the control of government, contribute to these carrying costs.

3. **Improvement Costs** - Improvement or infrastructure costs include sidewalk, curb, gutter, and streets, and utilities such as water, sewer, electricity, natural gas, telephone, and cable television. These costs are relatively predictable at a given density, and can be expressed as a cost per lineal foot. Some variables occur with higher densities, for example more water and sewer laterals and utility connections are required per lineal foot with higher densities than with lower densities, but in general, these higher costs are offset by the higher yield, and therefore housing units can be sold or rented at a lower price. Street widths also have a direct bearing on housing cost. Wider street rights-of-way require more pavement, greater quantities of fill, and more time spent by the contractor.
4. **Building Costs** - Zoning ordinances can contain special construction requirements beyond those required in the Uniform Building Code that add directly to the cost of housing. Some cities require a certain percentage of materials such as brick, stone, or masonry. Garage requirements are also common. These requirements are often justified as protecting community character, maintaining property values of existing residents, or enhancing aesthetic appeal of the community. Depending upon the developer or builder's strategy, there may be an economy of scale related to density that would allow the purchase of materials in bulk at a lower rate than usual. This would be the exception, however, and in Brigham City, projects of such a size are unlikely.
5. **Site Amenity Costs** - Site features provided by the developer, required by the City, or requested by the purchaser that are not part of the housing unit and are not required by the Uniform Building Code can also add directly to the cost of housing. These amenities can include such things as landscaping, entry features, recreational features, and so on. Higher densities will make such amenities more affordable, since their cost can be spread out over a higher

number of units.

6. **Other Costs** - Building costs depend partially on the availability of labor. Scarcity of skilled laborers translates into higher labor costs as a natural effect of the marketplace. Large public or private sector construction projects such as the I-15 reconstruction or the Micron facility in Lehi may reduce the availability of contract labor.

Description of Brigham City's program to encourage an adequate supply of moderate income housing

The issue of housing affordability is one that cannot and should not be separated from the larger context of planning. There are several issues that need to be considered in the discussion of affordable housing. When "affordable housing" is considered as a discrete product or concept that is in some way distinct from housing in general, the result is often poor design and/or site planning, low quality of construction, subsidies from the taxpayers, and resistance from the public. If, however, affordability is considered across the spectrum of housing and development activities, so that all benefit and share alike in costs, then other valid considerations such as aesthetics, infrastructure, and community values are not forgotten for the sake of achieving a product.

3.4.1 GOAL: Continue to Encourage Policies that provide for "Affordable Housing" within Brigham City

3.4.1 POLICY: Encouraging Infill

A significant portion of this property is located in mature or developed neighborhoods with existing infrastructure. Targeting these areas for low and moderate income housing will accomplish various goals of the general plan, among those, the provision of an adequate supply of low and moderate income housing, and maintenance of a compact urban form.

3.4.2 POLICY: Redevelopment Strategies

The redevelopment powers available under the Utah Neighborhood Redevelopment Act provide a valuable tool that should be used for the provision of affordable housing. Use of

tax increment financing to provide infrastructure, as well as other methods available in defined redevelopment project areas would create a strong incentive for the provision of affordable housing. The Olene Walker Housing Fund requires that a set aside 20% of tax increment financing from RDAs and EDAs be used for “affordable housing.” Do to the high number of old housing within the City this set aside could be used to develop as a revolving loan fund program to provide money for moderate to low income families to make repairs to old home to prevent them from become deteriorated or dilapidated housing units

3.4.3 POLICY: Economic Development Activities

Economic development priority should be placed on retaining and recruiting businesses that pay well. This will enhance the earning power of Brigham City residents and place more of them in an income bracket that can afford housing.

3.4.4 POLICY: Administrative and Procedural Reform

The City should undertake a comprehensive study of its development review and regulatory framework to determine if there are changes that could be made which will enhance affordability while maintaining safe, attractive neighborhoods and adequate infrastructure.

3.4.5 POLICY: Integration

Brigham City does not discriminate against manufactured housing. However, except in multiple family zones, accessory dwellings are not allowed. The City should study the use, design, and placement of accessory dwellings in other jurisdictions where they occur, and determine whether and under what circumstances they may be acceptable.

3.4.1 POLICY: Street Widths

Street width has been reduced from the historic right-of-way widths to current standard. The City should undertake a study using current ITE standards and recommendations, and considering Brigham City’s particular climatic and geographic conditions to determine if narrower street widths in residential areas are acceptable.

